

RESIDENTIAL RICHMOND

PART ONE

- ☒ Growth Change and a Prewar Problem
- ☒ Richmond's Residential Areas
- ☒ Rating Richmond's Homes and Neighborhoods

PART TWO

- ☐ The Future and Neighborhood Quality
- ☐ Costs and Revenues for Residential Areas
- ☐ The Next Step

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RICHMOND CITY PLANNING COMMISSION
RICHMOND, CALIFORNIA 1958



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Together the Council and the Planning Commission have spent a very great amount of time considering the problems and opportunities before Richmond. Such matters as what should be done to improve the environment for employment, to provide for better roads and thoroughfares and to get more out of the dollars spent for our parks and recreation have been considered. Each of these has focused upon different concerns, and yet each has been concerned with one thing in common--the people who live in Richmond.

But to the people who live here one of the most important concerns is the facilities for living in Richmond. Because the health of the residential areas they themselves make up is of concern to them individually, it becomes of concern to the forms and organizations that they make up collectively--the employers, the merchants, the investors and to the city itself.

The Planning Commission, in response to the City Council's request, has studied the quality of residential areas and this report comments on the first part of the results of that study. It describes the present comparative condition of our neighborhoods. In a later report the Commission will examine the quantity and probably quality of neighborhood growth and a program for neighborhood improvement to provide for a continuing healthy community.

* * * * *



CHAPTER I

GROWTH - CHANGE - AND A PROBLEM FROM BEFORE THE WAR

Residential Richmond is more than the part of the city not occupied by stores or factories, and it is more than houses or neighborhoods. Instead, it is the aggregate of the homes, the neighborhoods, the schools and parks, of those who live in the neighborhoods and the attitudes toward them of the people both in and out of these neighborhoods.

Why is it that some of Richmond's homes and neighborhoods have become dilapidated and old before their time while others, similar in location, price range or age have maintained their appearance and value? Often one is tempted to regard this as a problem stemming from the war. Actually, the problem goes back before then.

RICHMOND - BEFORE WORLD WAR II

The picture on the opposite page was taken almost twenty years ago; as late as 1940, with but a few minor changes, this was Richmond.... a small, settled community where eighty-five percent of the homes had been built before 1930, 71% before 1920. Less than 1% of its population was non-white and the majority of its residents were long-established. Change had been reduced to a slow, gradual and comforting experience.

War Boom and War Problems

But the explosive growth - and the subsequent decline - in the next ten years is still a vivid memory. Overnight the population more than quadrupled. The fields where goats nibbled weeds over the unrealized dreams of early land speculators were quickly replaced by mushrooming war housing apartments. Streets were filled night and day, merchants sold their shelves bare, and schools, police and fire and administrative offices of a once well-functioning city were swamped

and all but collapsed under the pressure of a boom town. The immediate problems were met. . . in part with federal aid, in part through the adjustment, ingenuity and sacrifice of both the oldtimers and the newcomers. The things that couldn't be handled or wouldn't become serious until later were lived with in the hope that they'd disappear. . . just as the war would . . . some day soon.



Postwar Adjustment

The war ended and a city stretched apart at the seams began to pull itself back into shape. The population decline began as everyone knew it would; merchants found goods on their shelves once more, and the town no longer resembled a shipyard at the shift change hour. But the war housing stayed and so did many of the newcomers. Some of the wartime problems and a few more just coming to a head still hadn't been solved. It was obvious that returning to a civilian status didn't necessarily mean that Richmond would or could, or even wanted to. . . return to 1940. The city that had grown too fast suddenly found that it couldn't give up its new dimensions so readily.

The adjustments to postwar Richmond that were required, though more gradual, were in their way as big a task as those of the early forties. The acceptance of Richmond's role as a major East Bay city instead of an outpost about a refinery, the assimilation of a new population and the clearing and rebuilding of war housing areas. . . these were some of the most pressing problems. The first and last of these challenges were met in part with a new civic center dedicated in 1949 and by a housing and redevelopment program the same year, offering an opportunity for the clearance of war housing apartments and the long-vacant lots they had been built upon.

A Prewar Problem - Forgotten, Unsolved and Growing

In all the flurry of the war years and postwar readjustment, however, one pressing problem had been overlooked, a problem that had been with us in 1940, was still with us in 1950, and is even more so today--the problem of aging or dilapidated structures and once-new neighborhoods going down hill. This was a problem in many cases apart from war housing areas, and with the exception of North



Richmond, not dealt with in the 1949 Housing and Redevelopment program, nor given attention in any other studies, plans or programs to date. The demise of areas once healthy and, worse still, of areas never given a proper start, became more apparent day by day. The new character of Richmond only served to emphasize this. Richmond had grown irrevocably beyond the pioneer oil and rail town of the early 1900's and the war boom city of the 1940's.

Growth of Richmond since 1940

Richmond's population through boom and bust had come from a pre-war 25,000 to 72,000 in 1957. The number of private dwelling units had doubled (while the population had quadrupled) by 1950, and then trebled to 20,000 private dwelling units by 1957. Compared to 1940, people, through subventions, grants, sales tax, and new residential construction, had become an expanding source of city revenue and, consequently, revenue from property taxes alone, as the major source of city income, had declined in importance.

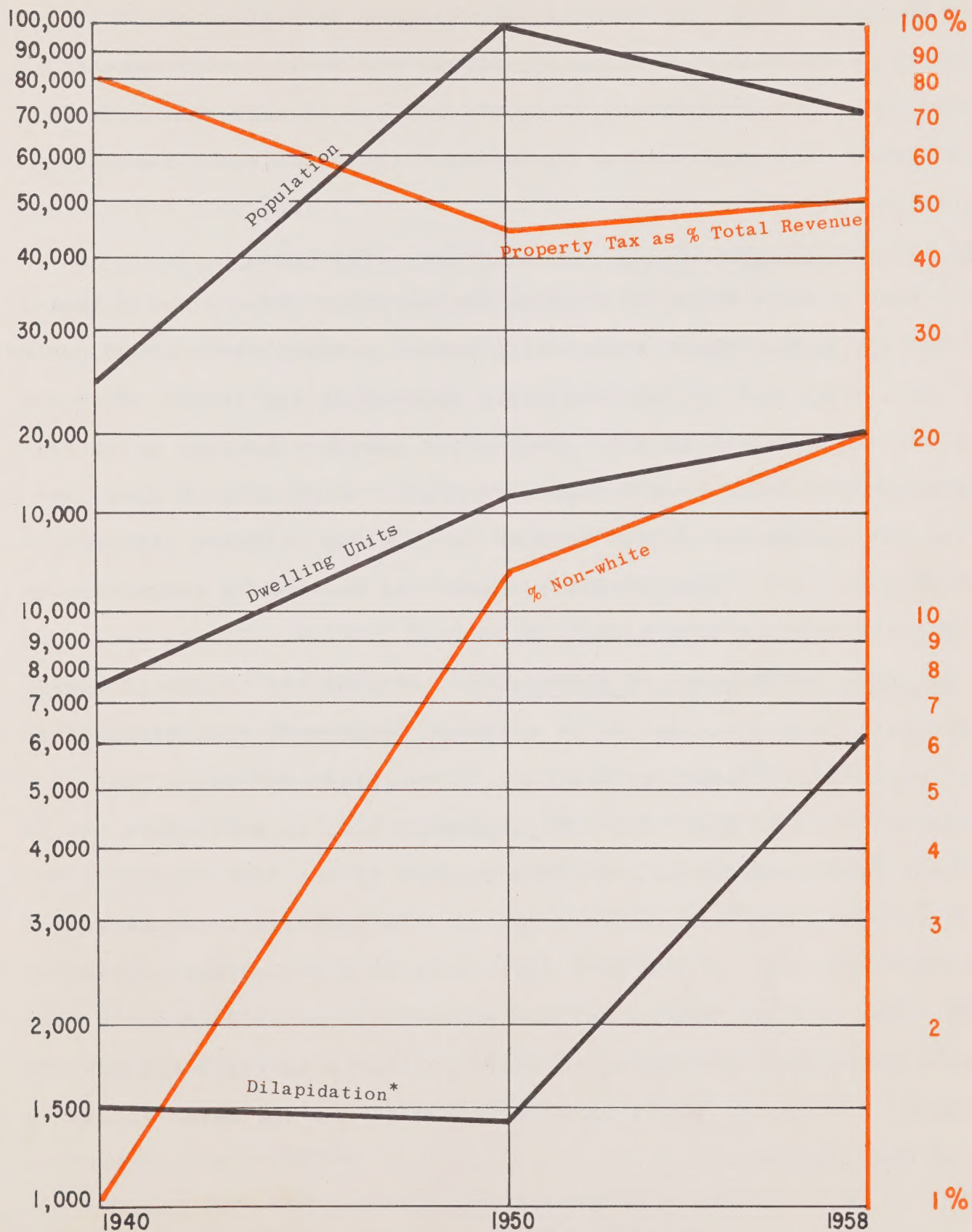
The Increase in Dilapidation

During the seventeen years of war and postwar growth, Richmond had indeed expanded and changed, but so had the problems of dilapidation and blight. The number of dilapidated dwelling units (assuming the standards of dilapidation had remained the same) decreased by less than 100 in the ten years from 1940 to 1950*, and then began to rise. In 1957, 1150 dwelling structures, and perhaps one-half again as many dwelling units, needed major repairs, and another 4990 dwelling structures needed minor repairs. One-third of the total dwelling structures in Richmond suffered from some form of improper maintenance in 1957.

* U.S. Census of Housing 1950
U.S. Census 1940

CHANGES IN: POPULATION, DWELLING UNITS, DILAPIDATION, PROPERTY
TAX AS PERCENT OF TOTAL REVENUE & PERCENT OF TOTAL POPULATION
NON-WHITE, 1940-1950-1958, RICHMOND, CALIFORNIA

after limits



* For 1940-1950 this represents dilapidated Dwelling Units as defined by U.S. Census. 1958 figures are dilapidated dwelling structures as defined by the Windshield Survey; No. of D.U.'s would be higher.

Neighborhoods on the Way Down?

Equally serious was the stagnation of neighborhoods at the Point and on the South Side, the lack of recreational facilities and/or recreation programs in the Monterey, Wilson and Solano neighborhoods, the need for storm drainage improvements in the Coronado and Santa Fe neighborhoods, the overcrowding of homes on the land in the Lincoln neighborhood.

Causes and Beginnings

Why have some of Richmond's homes and neighborhoods become dilapidated and old before their time, while others similar in location, price range, age, etc., have maintained their appearance and value? The answer to this question is both complex and subtle - complex in that a stagnated neighborhood or a dilapidated home is a product of many factors and influences and subtle because quite a few of these factors operate slowly over a long period of time. In Richmond's neighborhoods some of these factors have been:

1. Improper development to start with. Many of the causes of down-at-the-heel neighborhoods and of blighted homes date from Richmond's early beginnings. Improper drainage, substandard lot sizes, unbuildable lots and poor street layouts were due, in most cases, to the poor land subdivision practices current at the turn of the century. The early subdivisions reflect the reckless free-wheeling attitude that such actions were just deals with no lasting implications. The lack of "amenities" has prevented some of Richmond's neighborhoods from developing to their fullest potentials and encouraged in others a "don't care" attitude toward the never-ending job of home maintenance.

2. Age and Time. One-fourth of Richmond's homes date back to 1920 or before. While many of these are not substandard nor dilapidated, the job of maintaining them becomes, with passing years, more difficult and costly. The tremendous changes in income and living habits since these homes were built have made many of them functionally obsolescent. Consequently, the low rentals they command make proper maintenance financially difficult.

3. A series of historical incidents reinforcing each other.

A good case in point but certainly not the only instance, is the South Side. The Richmond Chamber of Commerce's History of Richmond describes the effect of several such incidents on this area. "A scattering population began on the east side of "the flat" mostly along Ohio Street, which, at first, was planned as the main highway to Oakland. . . Also in 1902, A. S. Macdonald had purchased the Barrett ranch of 500 acres and laid out a city. By inducing the East Shore and Suburban Railway to make Macdonald Avenue instead of Ohio Street its route to Oakland, rapid growth of homes about First and Second Streets at Macdonald began."

After the loss of the railway line the south side lost the battle of the city halls, "the struggle was between the John Nicholl Company and George S. Wall. Both were real estate promoters. Nicholl offered to donate the site and construct the building at Twenty-fifth Street and Nevin Avenue, where the City Hall now stands. Wall offered a site at Twentieth and Maine Streets (on the south side).... the one who could attract a city hall and keep it would certainly enjoy a great enhancement of his realty values.... the Nicholl deal was overwhelmingly accepted."

Having lost the railway line and the city hall, the South Side for the next twenty-five years was characterized by acre upon acre

of vacant lots interrupted here and there by a dwelling or two. This stagnation became, in itself, yet a third factor for discouraging additional investment, development, or improvement. By 1940, when sites were being selected for temporary war housing, the South Side had both available land and a neighborhood status that wouldn't oppose such construction.

The beginning of this chapter spoke of the impact of the war boom upon Richmond. All the inconveniences, hardships and problems due to the invasion of a new population were associated with the areas in which they were housed. . . the South Side. The end of the war couldn't change things. It meant only that the continued presence of temporary war housing became a deterrent to the South Side's share of post-war construction. Certainly, there were other such incidents in the long history of the South Side, each one perhaps not major in itself, but in combination with all the rest, enough to hold back the development that would be in keeping with the rest of Richmond's growth.

4. The "Second-class" Neighborhood Concept. The process of rating neighborhoods is an old and persistent story in Richmond. The quality of the school your children attend, the price your home sells for, the ease with which you receive credit from local merchants, all these and more depend upon the neighborhood you live in and are subtle indications of a rating of neighborhoods by Richmonders. Sometimes these prejudices are based on combinations of historical incidents such as those that happened to the South Side. More frequently, however, it's impossible to find tangible, logical reasons for community belief that so-and-so neighborhood is "second class" other than the fact that people have thought so for many years. This attitude is often reflected in the actions of realtors, lenders and builders, so that the situation becomes a chicken-and-egg proposition.

Whatever the causes or beginnings, dilapidated homes and stagnated neighborhoods are expensive - for the city and the taxpayer. Their assessed valuations, and therefore city revenues, decline as the years go by. As Richmond grows and attracts new residents the lower rents and sales prices within these neighborhoods will attract newcomers to the city whose income level makes the highest demand for police, fire, and probation services. The appearance of these areas adds to the false impression held by all too many outsiders of Richmond as an undesirable place to live.

What this Report Does -
Defines, Predicts, Appraises and Plans

This then, is the problem, still not solved, that was created in the prewar period of the city and that remains with us, exacting a greater toll from the city with each passing year.

Granted that both homes and neighborhoods in various parts of Richmond are in need of help, what can be done to make them more liveable and more desirable? This report, by locating where substandard neighborhoods and homes exist in Richmond, marks the first step toward building a better Richmond.

The next step requires the willingness and determination of the homeowners of Richmond. To aid them in decisions they alone can make, Part II of this report indicates (1) the recent growth trends in Richmond, (2) the cost and values of residential areas to the city, and (3) the types of action needed to make each neighborhood and each home a worthwhile contribution to a better Richmond. Because this is a big chunk of information to digest at one sitting, this report is issued in two parts. Part I describes Richmond's neighborhoods and their problems today. Part II predicts future growth, clarifies cost-value factors and outlines the next steps for a city-wide neighborhood improvement program.

CHAPTER II

THE RESIDENTIAL AREAS OF RICHMOND

NEIGHBORHOOD IMPRESSIONS

Ask a Richmond resident what his neighborhood is, and more than likely he'll describe it in terms of the street he lives on, the corner grocery store, the local streets he crosses on his way to work, the friends in the next block, and the elementary school his kids go to. Ask someone else a few blocks over, and you'll get a slightly different picture. Ask yet another a few blocks in the opposite direction and you'll get yet a third impression. All of these impressions will share certain things in common, but all will represent only part of the total picture of a neighborhood.

SOME GOOD EXAMPLES OF NEIGHBORHOOD IDENTITY

Look closely at some of Richmond's residential areas block by block, however, and a certain unified character begins to appear. The homes are usually similar in age, value, type and condition. The neighborhood school, play areas, and stores that serve it are seen as a cluster. The street pattern sets it apart on the map. On one or more sides, man-made or natural boundaries sharply outline it, and the people who live in the neighborhood have a strong sense of belonging to it. In the Annex neighborhoods, the Point, North Richmond and Richmore Village, this sense of a unified neighborhood character and clearly defined facilities and/or boundaries is known and accepted by people throughout the city, as well as by the neighborhood residents. When a person responds that he lives in the Annex or at the Point almost everyone will understand where he lives.

MOST RICHMOND NEIGHBORHOODS LACK THIS

In all too many of Richmond's neighborhoods, though, the reaction of a neighbor or of the entire city is like that of the neighbors at the beginning of this chapter--a street or a home is regarded as one entity set in some undefinable, general sector of Richmond.

RICHMOND WASN'T ALWAYS THIS WAY

Back in 1940 when Richmond was only 31 square miles in area and new construction took place at an easily assimilated pace, neighborhoods, sections and odd corners of the city were as long established and as well known as the 25,000 or so people who lived here. In those days, when someone referred to a home, a street, or a neighborhood, one had a fairly clear picture of its location, condition and character. There was a sense of identity with Richmond, and a feeling of belonging that comes naturally to a small, established city.

The loss of identity with Richmond which is characteristic of many of Richmond's neighborhoods and many Richmond homeowners today can be traced to three things:

1. The postwar expansion of Richmond to approximately 50 square miles and to the variety of living areas and geographical conditions the city now encompasses, a growth and variety that many Richmondites haven't fully appreciated as yet. It's a long way from the Alvarado Neighborhood to Greenridge Heights.
2. The waves of unassimilated newcomers during the war years, and more recently in the new subdivisions, many of whom have not yet been made to feel as if they live in or are a part of Richmond.
3. The rapid growth of certain neighborhoods without sufficient time for the development, spread, and acceptance of any individual neighborhood identity they might possess--within just a few weeks one hundred families moved to Fairmede #1. (42)

WHAT CAN BE DONE TO FOSTER NEIGHBORHOOD IDENTITY?

For residents of Richmond, a sense of belonging to the city and pride in it are in direct proportion to knowledge and acquaintance with various areas of the city--their role, character, and location; in brief, what Richmond consists of as a city. The growth and size of present day Richmond has complicated the development and continuance of this sense of identity, both for the long-time resident and the newcomer. If Richmond could be divided into units of recognizable size and character, and these units were to be known and accepted throughout the city, knowledge and acquaintance with Richmond could be made much easier.

WHY ARE IDENTIFIABLE NEIGHBORHOODS IMPORTANT TO RICHMOND?

The division of Richmond into identifiable neighborhood units has a two-fold benefit; it spells the difference, in many cases, between success and failure for home maintenance and neighborhood improvement programs, and it greatly simplifies the city's job of analyzing and understanding Richmond's residential areas. Dividing the city into usable-sized areas of definite characteristics provides both a tool for easy comprehension of the nature of Richmond and a means of communication, a language of commonly-accepted areas for discussion of city problems. The sense of pride and belonging which springs from this awareness of Richmond is one of the most important single factors in home maintenance and neighborhood improvement.

The city's analysis of residential areas, which is a prerequisite to any program for home and neighborhood improvement, is the second beneficiary of a division into neighborhood units. This analysis requires workable-sized areas small enough that averages for an area don't gloss over variations within it...for example, that several

blocks of badly dilapidated structures are not included with a large number of good homes, thus appearing in the final ratings as a few scattered cases in a large area rather than as a concentrated core of blight. It is equally important that areas having common characteristics, problems, and functions, be located and delineated. For both of these purposes, a division by neighborhood units seems admirably suited for Richmond's needs.

DEFINING NEIGHBORHOOD UNITS

Given a need for dividing Richmond into comprehensible units, how can this best be accomplished? One method used in other Bay Area cities utilizes census tract boundaries. Census tracts are drawn with a view to homogeneity, insofar as possible, as to size, population numbers and population characteristics, with due regard for natural features. In terms of population numbers and size, San Francisco with 114 census tracts, Oakland with 72 and Berkeley with 26 tracts, have found these divisions suitable for their neighborhood analyses.

Unfortunately, previous census tract divisions are completely outdated for Richmond's neighborhoods today. The census tracts used for Richmond's 1950 census number but eight, and do not cover any of the annexed areas or the new subdivisions. Both the size and number of homes included in the tract boundaries are far too large to give a true picture of the range of neighborhood conditions. Finally, the census tracts were drawn in 1940 before many of Richmond's neighborhoods existed or had reached a definitive stage. Fortunately, the 1960 census will be redistricted to accommodate this new growth, and it will more nearly reflect the present division of the city's residential areas.

DEFINING RICHMOND'S NEIGHBORHOOD UNITS

If you combine maps of Richmond's land use, circulation, topography and political jurisdictions, you will see a complex of man-made and natural barriers that isolate, bisect, and separate its residential areas from each other. Within these segments of residential Richmond, and occasionally linking several of them, can be seen certain areas traditionally thought of as having a distinct character and identity of their own. Study the remainder of residential Richmond in greater detail, and you will come across additional areas perhaps not as yet thought of as having a unified character, but whose nature, condition, layout or problems, form them into natural units for neighborhood analysis. Plate I on the adjoining page indicates how:

1. Ridge lines and hilly areas divide neighborhoods such as Point Richmond north (49) from Point Richmond south (48), Balboa (35) from Tehama (37), and how Wildcat Creek forms a boundary for North Richmond (1).
2. Major streets, rail lines and freeways separate neighborhoods like Coronado (25) and Art Tile (26), Helms (10) and Roosevelt (11), Monterey (36) and Tehama (37).
3. Industrial, commercial, and public areas form barriers between such neighborhoods as Art Tile (26), and Wall (28), Peres (3) and Lincoln (20), and Hayes (6) and Rheem (7).
4. Tradition and/or a consistent nature, condition, layout, or deficiency delineate neighborhood units like Atchison (19), Richmore Village (22), Stege (33), Mira Vista (23), and DeAnza (45).

RESIDENTIAL AREAS WITH WHICH
THIS REPORT IS CONCERNED

These are the 50 residential units with which this report deals. They vary in size from 20 to 260-plus acres, from completely undeveloped areas to areas of 2,000 or more dwelling units. Most of these neighborhood units lie entirely within city limits. In some cases, because of natural boundaries, or a consistent character, a unit will encompass some land adjacent to city boundary lines, as in Belding, Balboa, Solano, Columbia, North Richmond and Bay View neighborhoods. Certain residential units lie entirely outside city limits but have been included in this study because:

1. Their annexation to the city is a possibility (Parchester)².
2. By virtue of their proximity and relationship, they strongly affect the character of the adjoining city areas (Rollingwood⁴⁴ and Coleman).³⁴
3. They function as a "bedroom residential" area primarily serving Richmond (Mira Vista).²³

NEIGHBORHOOD NAMES AND NUMBERS

1. NORTH RICHMOND
2. PARCHESTER
3. PERES
4. KEARNEY
5. BELDING
6. HAYES
7. RHEEM
8. WENDELL PARK
9. GRANT
10. HELMS
11. ROOSEVELT
12. CONN
13. CIVIC CENTER
14. MESA WAY
15. WILSON
16. SOLANO
17. YUBA
18. DIMM
19. ATCHISON
20. LINCOLN
21. CENTRAL RICHMOND
22. RICHMORE VILLAGE
23. MIRA VISTA
24. SANTA FE
25. CORONADO
26. ART TILE
27. BOORMAN
28. WALL
29. PULLMAN
30. HOFFMAN
31. EASTER HILL
32. CORTEZ
33. STEGE
34. COLEMAN
35. BALBOA
36. MONTEREY
37. TEHAMA
38. ALVARADO
39. COLUMBIA
40. BAY VIEW
41. COLLEGE HIGHLANDS
42. FAIRMEDE
43. VISTA HILLS
44. ROLLINGWOOD
45. DE ANZA
46. VALLEY VIEW
47. GREENRIDGE HEIGHTS
48. PT. RICHMOND SOUTH
49. PT. RICHMOND NORTH
50. NICHOLL NOB



NEIGHBORHOOD NAMES AND NUMBERS



THE WIDE RANGE OF RICHMOND'S HOMES

Spanning some sixty years, several periods of boom-and-bust, and some major changes in family size, living standards, and personal income, Richmond's homes represent an unusually wide range in size, age, architectural types, condition and value. The extent of this variety, indicated in part by the accompanying photographs, complicates the job of analyzing the condition and desirability of Richmond's homes and neighborhoods on a comparative basis. Homes, which in light of today's standards might be well-maintained, unthreatened by blight, and not too difficult to market, may, by virtue of changing demands for storage space and efficiency of use, become white elephants tomorrow. The two-car family, the ownership of boats, the changes of family habits, to name a few changes, affect in varying degrees both the substandard size homes of yesterday and today, and the over-size mansions of the early 1900's.

RESIDENTIAL AREAS, NEIGHBORHOODS, AND FUTURE PROJECTS

The neighborhood units, as drawn, represent the best possible divisions for purpose of analysis. Providing certain neighborhood and community services, or providing for effective citizen groups to improve these areas may well dictate that several of these neighborhood units be combined to form a larger area, or that one or more large neighborhood units be subdivided. For purposes of a program for the improvement of any specific neighborhood a final determination of neighborhood boundaries must come from the residents themselves.

THE REMAINDER OF RICHMOND AND STUDIES YET TO BE MADE

A glance at the map of neighborhood units will show some areas of Richmond left out. What programs of analysis and improvement can be expected for these areas?

1. The small number of residences within the city that have been omitted are in areas predominantly of another use--industrial, commercial, or public, or within redevelopment areas presently being planned or in process of completion. In the case of the one exception - Wildcat Canyon - the future growth of this area will constitute a community in itself, requiring individual planning studies.
2. The condition and problems of the industrial and commercial areas and strips mentioned above are such as to warrant a separate analysis. The industrial and commercial studies of the city and the downtown improvement program of local merchants represent the opening phases in improvement programs for these areas.
3. Through this report, Richmond's existing redevelopment program, the industrial development study, or the commercial analysis, the entire city will be examined for the things that prevent it from becoming a better place to live, work, or shop. Building a better Richmond requires not only a current inventory of the total city, but a continuous city-wide program of analysis and improvement. In a nutshell, no area of the city can be considered above study and assistance, today or in the future.

With the residential areas of Richmond divided into neighborhood units, both comprehensible and logically sized for analysis, the next chapter examines the comparative conditions of Richmond's homes and neighborhoods.

CHAPTER III

RATING RICHMOND'S HOMES AND NEIGHBORHOODS

WHERE DO WE BEGIN?

In a city as large and as old (in terms of recent Western growth) as Richmond, the job of improving homes and neighborhoods and of insuring the continuance of their increased property values is a big one. Obviously, the improvements needed are too numerous and expensive to be completed in one step. If the work must be done in stages, where should it begin? What needs to be done? How big is the total job?

To answer these questions, each neighborhood in the city must be examined with a consistent set of standards. Since we are concentrating on the entire city at one time, but for comparative purposes only, the examination cannot and need not be as detailed as future housing surveys made for specific neighborhood areas such as a survey to determine improvement costs and individual household repairs required.

Examining and summing up home and neighborhood quality in units as large as blocks (or even on a sample block basis in such homogeneous areas as new subdivisions) could provide a usable average for comparing neighborhoods. Fortunately, the 1950 housing census*, which is largely an interior view of dwelling unit quality, is available on a block basis. An up-to-date evaluation of exterior quality of dwelling units, property development, and neighborhood conditions, can be obtained by surveying neighborhood blocks by automobile, and recording observations on a standardized check list.

* For a further explanation of census data used, adjustments and corrections and Windshield Survey methods, see Appendix.

For Richmond's neighborhood analysis, these ratings from the 1950 census of housing-block statistics were balanced against recent "Wind-shield survey" information, and other source material, to form the following five indices of neighborhood conditions:

1. Condition of structures
2. Presence of neighborhood nuisances
3. Use and development of private property
4. Deficiencies in public facilities
5. Degree of neighborhood organization and concern

NEIGHBORHOOD RATINGS - THE SEEN AND UNSEEN QUALITIES

The mapping techniques used on the following pages are basically a means for simplifying the complex task of rating neighborhoods. The scores represent the averages of from 3 to 6 rating factors. Each of these factors in turn is recorded as the degree of deficiency (streets, structures, lots, etc.) existing in the neighborhood in each category. The color codes on the maps, in some instances, separate neighborhoods by a difference as small as a single rating point.

In comparing these ratings with your impressions of Richmond neighborhoods, your own and others, bear in mind that the rating scores include many items one doesn't normally take notice of in a neighborhood. When you travel through a neighborhood, the things that strike your eye are the exteriors of homes and the appearance of lawns and vacant lots. This, combined with the remarks of your friends and acquaintances, usually adds up to your impression of Richmond's neighborhoods.

Even if you live in a given neighborhood, you may not be aware of such neighborhood matters as storm drainage problems, school and recreational deficiencies, overcrowding within structures, high incidence of traffic accidents, degree of neighborhood organization and interest,

neighborhood nuisances, or poor street planning. Few people know every street in their neighborhood in the same detail, fewer still compare all neighborhoods with the same consistent objectivity.

A WORD ABOUT METHOD

Relative Importance of Neighborhood Conditions

While the items of neighborhood conditions illustrated on the next pages have been grouped into the five categories above according to their relationship to each other, no attempt has been made to assign arbitrary penalty points. . . to say, for example, that a nonresidential use in a residential neighborhood is worth ten penalty points, but that an unkempt yard is worth only five penalty points. Conditions of the same type and degree in two different neighborhoods might have a quite different status as blighting influences in relation to their neighborhoods. One neighborhood's major blighting factor might--even though of the same degree--be a minor annoyance in another neighborhood in relation to more serious neighborhood problems.

The following maps show how Richmond's homes and neighborhoods compare with each other in terms of these five indices of neighborhood conditions.

I. CONDITION OF STRUCTURES

The end object of improving Richmond's residential areas is, of course, the betterment of each and every home. Correcting neighborhood traffic problems, adding public facilities, increasing neighborhood identity and interest, are but means toward realizing the protection, stability, and maximum livability of Richmond's homes.

The city can provide neighborhood design suggestions and needed public improvements, but the major responsibility for betterment remains the individual property owner's, that of properly maintaining his home. This never-ending task helps to determine the length and character of the economic life of one's property, the price level of neighbor's homes, and the neighborhood revenue to meet city service expenditures.

Overdue painting and minor home repair jobs are often one of the first signs of a neighborhood going down hill. Major home repairs are so commonly characteristic of seriously blighted areas as to become one of the main indices of blight. It is logical, then, that this analysis begin with the condition of individual dwellings.

In this report, two sources of data are used to measure home maintenance and repair: the percent of dwelling units without private bath, or dilapidated, from the 1950 census block statistics; and the exterior structure conditions observed in the 1958 Windshield Survey.

Exterior condition ratings, 1958, when broken down into major and minor repairs, are defined as follows: minor repairs are those that include broken windows, doors and sash painting, railing replacement, etc. Major repairs are those that include reroofing, structural repairs, stair replacement, complete building repainting, etc.

Neighborhood Name and Number	% of Total Dwell. Units without Private Bath or Dilapidated 1950 Census	% of Major Repairs Windshield Survey 1958	% of Minor Repairs Windshield Survey 1958	Dilapidation Score	Neigh. Analysis Rating
1 No. Rich.	11	50	95	52	5
49 Pt. Rich. No.	23	50	75	49	5
34 Coleman	x	25	50	37	4
2 Parchester	x	0	50	25	3
4 Kearney	0	25	50	25	3
6 Hayes	2	17	55	25	3
20 Lincoln	11	20	45	25	3
44 Rollingwood	x	0	50	25	3
3 Peres	9	17	42	23	3
12 Conn	46	6	18	23	3
29 Pullman	16	8	42	22	2
48 Pt. Rich. So.	15	0	50	22	2
24 Santa Fe	x	0	40	20	2
11 Roosevelt	13	12	31	19	2
33 Stege	17	8	33	19	2
21 Central Rich.	12	8	33	18	2
27 Boorman	5	0	50	18	2
19 Atchison	1	0	50	17	2
30 Hoffman	x	8	25	17	2
39 Columbia	0	8	37	15	2
40 Bay View	1	15	29	15	2
5 Belding	2	3	33	13	2
10 Helms	10	0	25	12	2
31 Easter Hill	x	0	25	12	2
32 Cortez	x	0	21	10	1
25 Coronado	x	1	18	9	1
28 Wall	2	12	12	9	1
36 Monterey	2	0	25	9	1
8 Wendell Pk.	0	0	25	8	1
16 Solano	0	0	25	8	1
22 Richmore Vill.	0	0	25	8	1
7 Rheem	0	0	21	7	1
26 Art Tile	x	0	15	7	1
35 Balboa	2	0	20	7	1
9 Grant	0	0	12	4	1
15 Wilson	0	0	12	4	1
13 Civic Center	0	0	0	0	0
14 Mesa Way	0	0	0	0	0
17 Yuba	1	0	0	0	0
18 Dimm	0	0	0	0	0
23 Mira Vista	x	0	0	0	0
37 Tehama	1	0	0	0	0
38 Alvarado	0	0	0	0	0
41 Coll. High.	x	0	0	0	0
42 Fairmede	x	0	0	0	0
45 DeAnza	x	0	0	0	0
43 Vista Hills	x	x	x	x	x
46 Valley View	x	x	x	x	x
47 Green. Hts.	x	x	x	x	x
50 Nicholl Nob	x	x	x	x	x



II. NEIGHBORHOOD NUISANCES

No matter how well-maintained the homes in a neighborhood are, other threats to property values and neighborhood stability remain. Rubbish strewn about the neighborhood, unkempt yards, through traffic generated outside the neighborhood, nonresidential uses within the neighborhood, noise, smoke, fumes or eyesores from industrial or commercial uses abutting the neighborhood--all of these can, and often do, appear in a neighborhood. Plate IV illustrates a combined nuisance score for Richmond's neighborhoods. The category of nuisances examined and their definitions are:

1. Neighborhood rubbish--papers and trash strewn in streets, empty lots and open areas other than the individual yards.

2. Unkempt yards--lawns, gardens and building grounds untidy or in need of maintenance, fences unpainted or in need of repair, trash and rubbish visible.

3. Traffic problems--busy thoroughfares bisecting a neighborhood, excessive daytime parking, rush hour traffic loads, etc.

4. Nonresidential uses--the presence within the neighborhood of industrial or commercial uses and the proportion of neighborhood area they occupy.

5. Nuisances from outside the neighborhood--objectionable noise, odors, sights or dust from industrial or commercial activities bordering the neighborhood. This includes noise of railroads and freeways and visibility of railroad rolling stock.

NEIGHBORHOOD NUISANCES

Neighborhood No.	Non-Resid. Use Score	Neigh. Rubbish Score	Unkept Yard Score	Neigh. Traffic Problem	Ind'l. & Com'l. Nuisance	Nuisance Score	Neigh. Analysis Rating
1	6	75	100	16	66	53	5
34	2	75	75	0	25	35	4
40	13	35	33	18	29	26	3
32	23	38	13	8	25	21	2
36	6	25	25	25	25	21	2
6	0	25	55	0	17	19	2
3	11	25	17	17	17	17	2
21	18	21	21	12	14	17	2
30	17	4	25	8	21	15	2
44	0	25	50	0	0	15	2
49	0	25	50	0	0	15	2
20	8	5	20	25	10	14	2
4	0	0	50	0	15	13	2
10	8	0	25	0	25	12	2
39	0	12	8	6	31	11	1
11	2	12	19	6	12	10	1
12	12	6	8	6	19	10	1
15	0	0	12	37	0	10	1
24	1	20	20	0	7	10	1
31	0	0	25	0	25	10	1
48	0	25	25	0	0	10	1
33	4	17	21	0	1	9	1
26	0	10	15	0	12	7	1
29	3	0	25	0	8	7	1
35	0	8	12	4	12	7	1
2	0	0	25	0	5	6	1
19	0	25	0	0	3	6	1
5	0	0	22	0	3	5	1
7	0	7	14	0	4	5	1
28	0	0	12	0	5	3	1
8	0	8	0	0	0	2	1
16	0	0	12	0	0	2	1
17	0	0	0	0	12	2	1
25	0	3	1	0	5	1	1
27	0	0	0	0	3	1	1
9	0	0	0	0	0	0	0
13	0	0	0	0	0	0	0
14	0	0	0	0	0	0	0
18	0	0	0	0	0	0	0
22	0	0	0	0	1	0	0
23	0	0	0	0	0	0	0
37	0	0	0	0	0	0	0
38	0	0	0	0	0	0	0
41	0	0	0	0	0	0	0
42	0	0	0	0	0	0	0
45	0	0	0	0	0	0	0
43	x	x	x	x	x	x	x
44	x	x	x	x	x	x	x
4	x	x	x	x	x	x	x
50	x	x	x	x	x	x	x



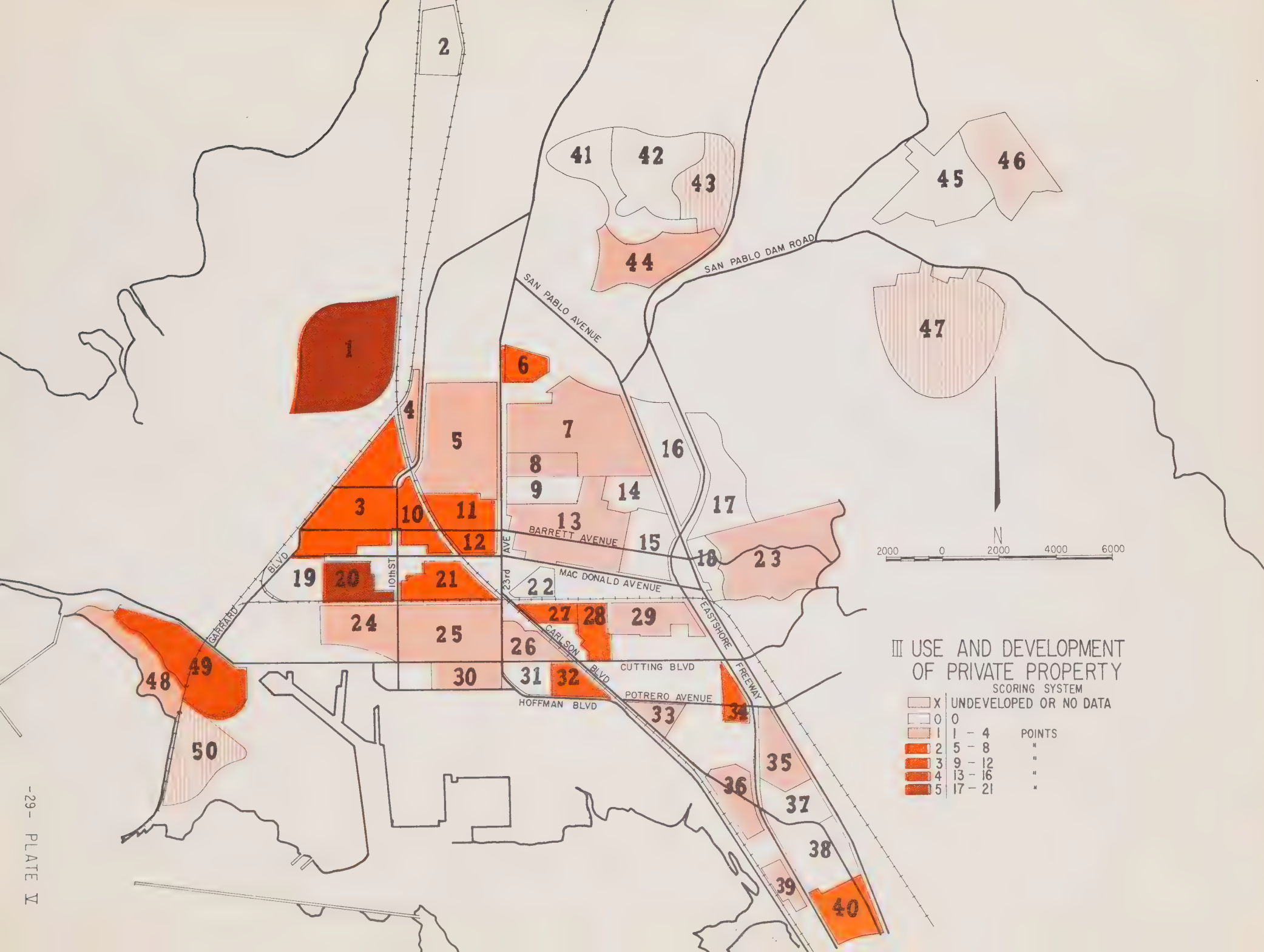
III. USE AND DEVELOPMENT OF PRIVATE PROPERTY

A third important factor in neighborhood condition, both when a neighborhood begins and as it adds new dwelling units through the years - by new construction or conversions - is the quality of the private development and its subsequent use. Eventually, of course, sheer age and functional obsolescence will force replacement of certain buildings if the neighborhood is to avoid deterioration and transition to less desirable uses.

Substandard construction, or overly intensive use, however, can deteriorate neighborhoods and homes long before age and changing times would take their toll. We frequently speak of rundown neighborhoods as if they just "happened", forgetting that you can create slum conditions with substandard original construction as easily as you can through poor maintenance practices. This report has rated Richmond's neighborhoods for development and use of private property by:

1. The percentage of buildings over forty years of age (considered as roughly the economic life of frame structures).
2. The degree to which substandard-sized developed lots exist (25-ft. frontage).
3. The degree of undesirable building congestion (structures too close to the street, or to each other).
4. The degree of dwelling unit conversions (large, old, single-family homes cut up into several inadequate apartments).
5. The percent of overcrowding within structures (the percent of dwelling units with more than $1\frac{1}{2}$ persons per room).

Neighborhood No.	% of Buildings over 40 yrs. Old	Degree of Substandard sized developed lots	Degree of Undesirable Building Congestion	Degree of Dwelling Unit Conversions	Degree of Overcrowding within Structures	Use and Development Score	Neigh. Analysis Rating
1	x	1	50	20	12	21	5
20	2	1	35	5	21	13	4
49	6	5	25	10	5	10	3
10	18	3	17	1	0	8	2
34	x	0	25	0	x	8	2
11	11	5	12	8	1	7	2
12	8	2	20	1	2	7	2
21	10	2	21	1	0	7	2
28	2	8	0	0	18	6	2
32	12	3	8	3	x	6	2
3	10	3	8	1	4	5	2
6	3	0	17	0	6	5	2
27	4	10	0	0	10	5	2
40	x	5	15	1	1	5	2
36	x	5	10	0	2	4	1
39	x	10	6	0	0	4	1
8	2	2	8	1	1	3	1
26	12	2	0	0	x	3	1
33	0	0	13	1	2	3	1
48	5	4	0	4	0	3	1
5	1	1	5	0	1	2	1
7	0	5	4	0	1	2	1
23	x	0	0	0	10	2	1
24	2	7	0	1	x	2	1
4	0	0	0	0	3	1	1
13	1	2	0	2	0	1	1
25	1	3	0	1	x	1	1
29	1	4	0	0	1	1	1
30	2	1	0	0	x	1	1
35	x	1	0	0	2	1	1
44	x	0	3	0	x	1	1
2	x	0	0	0	x	0	0
9	0	2	0	0	0	0	0
14	1	0	0	0	0	0	0
15	1	0	0	0	0	0	0
16	0	0	0	0	0	0	0
17	0	0	0	0	1	0	0
18	0	0	0	0	0	0	0
19	0	0	0	0	2	0	0
22	0	0	0	0	0	0	0
31	0	0	0	0	x	0	0
37	x	0	0	0	0	0	0
38	x	0	0	0	0	0	0
41	x	0	0	0	x	0	0
42	x	0	0	0	x	0	0
45	x	0	0	0	x	0	0
43	x	x	x	x	x	x	x
46	x	x	x	x	x	x	x
47	x	x	x	x	x	x	x
50	x	x	x	x	x	x	x



IV. PUBLIC FACILITIES AND IMPROVEMENTS

Public facilities and improvements are the finishing touches that transform raw land and individual homes into an ordered, integral, functioning neighborhood. Over the years, they assure the permanence and security of homeowners' investments. Neighborhood stability and liveability, for example, are enhanced by schools and parks. Proper street platting and paving increase safety, quietness, and convenience of circulation within a neighborhood. Adequate storm drainage is an important health factor. Completed curb, gutter, and sidewalk improvements not only add to the appearance of the neighborhood but provide the means for pedestrian traffic safety as well.

Plate VI rates the existence and the design of public facilities and improvements in each of Richmond's fifty neighborhoods by:

1. The degree of deficiency in street paving or platting (this includes the most obvious cases of improper street alignments, widths, and intersection design as well as street paving).

2. Deficiencies in curb, gutter, and sidewalks (the presence or absence only, not the condition of these improvements).

3. Storm drainage deficiencies (this is based upon the percentage of total cubic footage of storm drainage improvements, recommended in the Kennedy Storm Drainage Report of 1954, required in each neighborhood).

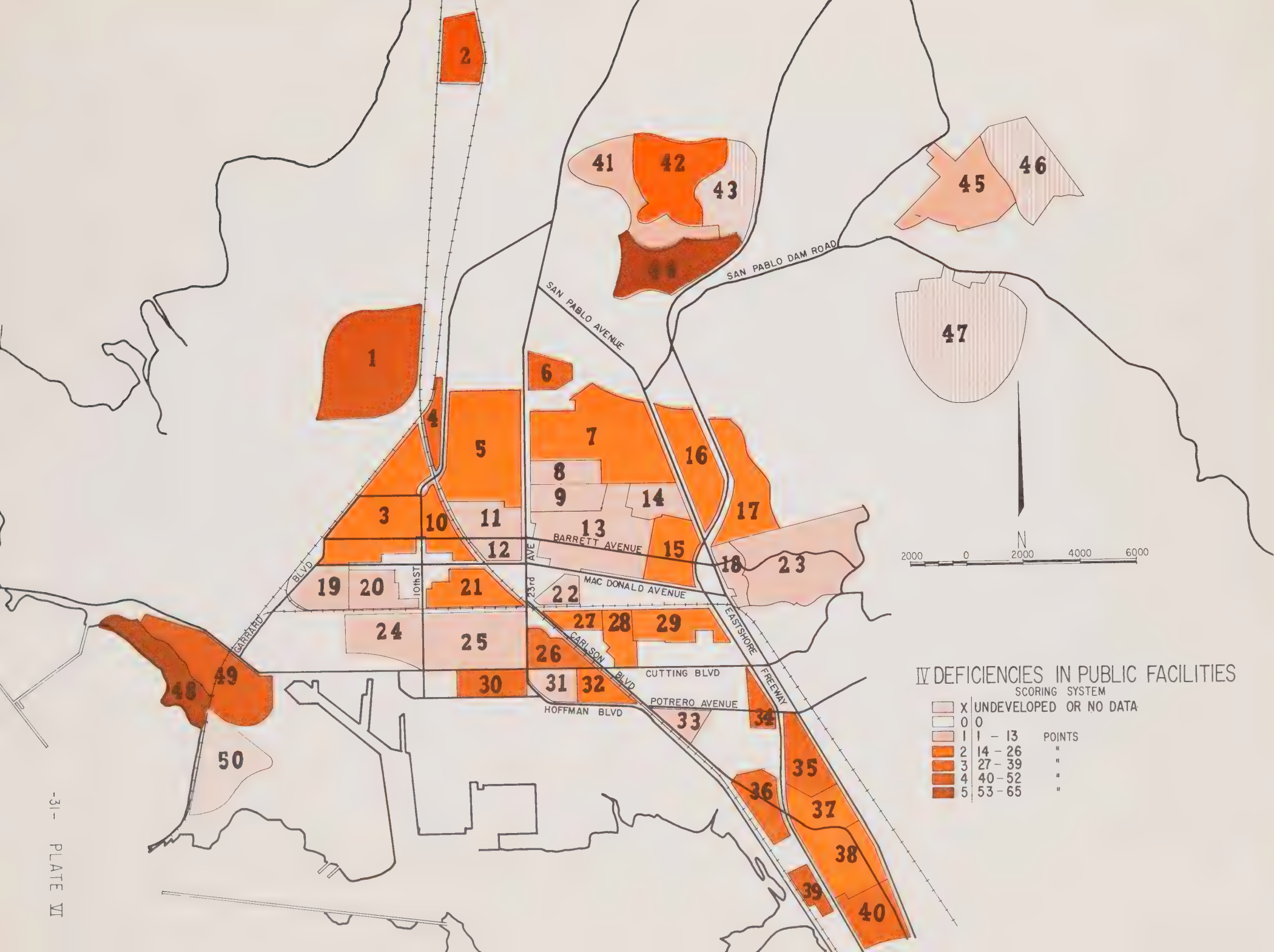
4. The percent of neighborhood area deficient in neighborhood recreation facilities. (Compiled from a simple average of the percent of total neighborhood area deficient in:

- a. turfed play area
- b. paved area
- c. unpaved area
- d. indoor facilities area

(see "Leisure Time", Richmond City Planning Department, December 1958).

5. Traffic accident score (the sum of the number of mid-block accidents divided by the linear miles of street in a neighborhood; plus the number of intersection accidents divided by the number of intersections per neighborhood).

Neighborhood No.	Degree of Deficiency in Street Paving and/or Platting	Degree of Deficiency in Curbs, Gutters & Sidewalks	Storm Drainage Deficiency	Neigh. Deficiency in Recreation Facilities Avg. of 4 Categories	Accident Score	Public Facilities Score	Neighborhood Analysis Rating
48	75	75	x	99	0	62	5
44	0	100	x	64	x	55	5
49	50	75	x	61	2	47	4
39	25	50	0	100	x	44	4
1	75	58	x	38	3	43	4
34	50	62	3	40	x	39	3
26	20	50	16	96	2	37	3
30	41	33	0	95	4	35	3
40	23	24	x	90	5	35	3
2	0	0	x	100	x	33	3
4	50	25	0	92	0	33	3
36	25	25	0	99	2	30	3
6	42	100	0	0	4	29	3
35	37	12	0	75	1	25	2
37	25	25	0	75	2	25	2
3	17	8	7	71	9	22	2
38	25	0	0	67	2	19	2
16	0	0	0	90	1	18	2
28	12	0	2	73	2	18	2
32	29	56	0	0	5	18	2
15	12	0	1	70	1	17	2
21	17	0	1	60	4	17	2
7	18	7	2	49	2	16	2
10	25	0	4	44	5	16	2
17	37	0	0	40	2	16	2
27	0	0	0	65	7	16	2
5	28	15	6	24	2	15	2
29	25	0	6	37	2	14	2
42	0	0	0	64	4	14	2
8	25	8	1	27	3	13	1
12	0	0	2	62	2	13	1
13	0	0	6	59	2	13	1
25	7	11	14	30	4	13	1
41	0	0	0	64	1	13	1
24	5	5	10	31	3	11	1
14	0	0	1	47	3	10	1
19	25	0	2	17	5	10	1
33	21	10	0	12	5	10	1
9	12	0	2	25	6	9	1
18	0	0	0	42	2	9	1
20	25	0	0	10	8	9	1
11	12	0	4	24	1	8	1
23	1	0	0	32	2	7	1
22	0	0	1	25	1	5	1
45	0	0	0	20	2	4	1
31	0	0	0	0	5	1	1
43	x	x	x	x	x	x	x
46	x	x	x	x	x	x	x
47	x	x	x	x	x	x	x
50	x	x	x	x	x	x	x



IV DEFICIENCIES IN PUBLIC FACILITIES

SCORING SYSTEM

X	UNDEVELOPED OR NO DATA
0	0
1	1 - 13
2	14 - 26
3	27 - 39
4	40 - 52
5	53 - 65

POINTS
"
"
"

V. NEIGHBORHOOD INTEREST AND ORGANIZED GROUP RESOURCES

Clearance, rehabilitation, conservation--these are three means for building a better Richmond. Each of these programs, in varying amounts, involves the people of Richmond, directly through the participation of those living within an area undergoing improvement or indirectly through the need for authorization to initiate and complete improvement programs. More than anything else, the success of Richmond's renewal program (as the abortive 9-A Project unfortunately proved) depends upon the support of its residents. An analysis of Richmond's residential areas would not be complete without an examination of the amount of concern with city affairs existent, and the degree of organized group resources to be found in Richmond's neighborhoods. Plate VII is an attempt to measure and identify the "human potential" for improving residential Richmond. The neighborhood ratings illustrated here are drawn from three sources:

- 1. The percent of registered voters who actually voted in the last local election, by neighborhood units.
- 2. The number of organized groups who have specified an interest in a specific neighborhood area, by neighborhood units.*
- 3. The number of adult group presidents per 1000 population living in each neighborhood unit.*

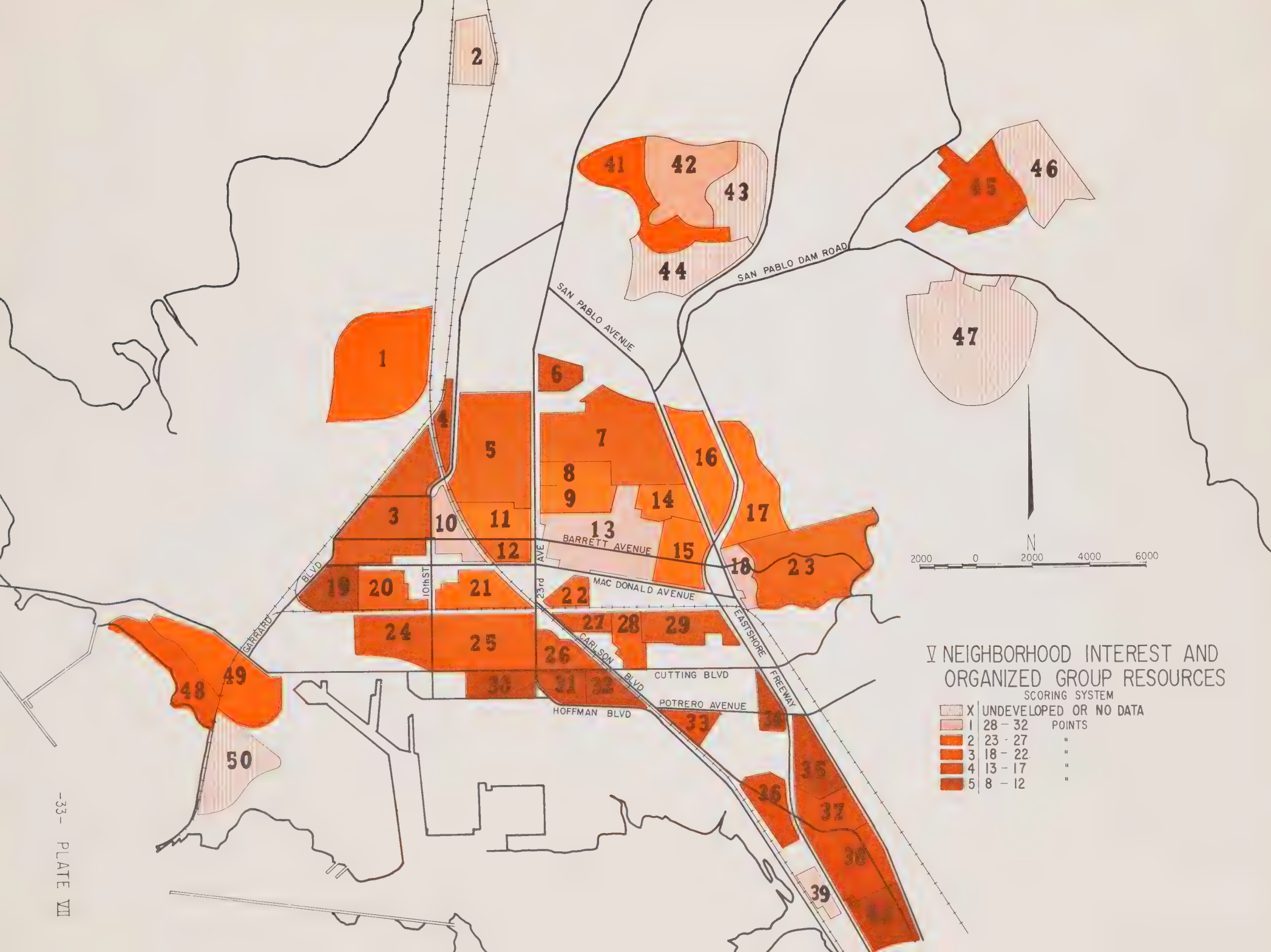
In contrast to the four preceding maps of neighborhood characteristics a higher score indicates a more desirable condition, a lower score a less desirable one.

To facilitate map comparisons, the lighter map colors delineate, as before, areas of better rating.

The average scores computed for neighborhood interest and organized group resources reflect the sizable numerical value of voter turn-out percentages as compared to the low numerical values of the two other indices. For this reason, voter turn-out has largely determined overall ratings.

*See Organized Groups in Richmond, Richmond City Planning Department, June, 1958.

NEIGHBORHOOD NAMES & NUMBERS	% of Regis. Voters voting in last Local Election	No. of Organized Groups specifying interest in that Neighborhood	No. of Organized Group Presidents per 1000 Pop. residing in Neighborhood	Civic Interest and Organizational Score	Neighborhood Analysis Rating
19 Atchison	22	0	2	8	5
34 Coleman	24	0	0	8	5
40 Bay View	24	0	0	8	5
31 Easter Hill	26	1	0	9	5
32 Cortez	25	1	0	9	5
35 Balboa	19	1	8	9	5
30 Hoffman	32	1	0	11	5
38 Alvarado	37	1	1	13	4
26 Art Tile	29	0	13	14	4
4 Kearney	45	0	0	15	4
29 Fullman	42	0	2	15	4
36 Monterey	43	1	0	15	4
6 Hayes	46	1	0	16	4
24 Santa Fe	42	2	5	16	4
27 Boorman	44	0	4	16	4
37 Tehama	42	1	4	16	4
3 Peres	45	3	3	17	4
33 Stege	50	0	0	17	4
12 Conn	50	1	4	18	3
20 Lincoln	44	0	11	18	3
23 Mira Vista	44	2	8	18	3
45 DeAnza	48	1	4	18	3
22 Richmore Vill.	34	0	25	20	3
25 Coronado	42	2	15	20	3
5 Belding	55	1	8	21	3
7 Rheem	51	3	10	21	3
28 Wall	44	0	21	22	3
48 Pt. Richmond S	55	7	4	22	3
8 Wendell Park	54	1	14	23	2
11 Roosevelt	57	0	13	23	2
16 Solano	48	1	20	23	2
9 Grant	60	1	11	24	2
17 Yuba	54	2	16	24	2
41 College High.	68	3	0	24	2
1 No. Richmond	44	18	12	25	2
14 Mesa Way	70	1	5	25	2
21 Central Rich.	64	0	11	25	2
49 Pt. Richmond N	50	9	15	25	2
15 Wilson	59	6	12	26	2
10 Helms	58	0	25	28	1
13 Civic Center	60	5	18	28	1
42 Fairmede	73	5	12	30	1
18 Dimm	64	0	33	32	1
2 Parchester	x	2	4	x	x
39 Columbia	x	1	0	x	x
43 Vista Hills	x	x	x	x	x
44 Rollingwood	x	4	2	x	x
46 Valley View	x	x	x	x	x
47 Greenridge Hts	x	1	0	x	x
50 Nicholl Nob	x	2	0	x	x



ADDING UP THE RATINGS

No matter what item of neighborhood condition used, a glance at the five rating maps will show all neighborhoods have a combination of good and bad ratings. Admittedly, some neighborhoods rank consistently better on most points, but not one is without some deficiencies. The very complexity and varying balance of items that give a neighborhood its own identity prevents making a simple judgement combining these five indices of neighborhood condition. What these ratings do indicate, in sum total, are the improvements each neighborhood requires. Each and every one of Richmond's neighborhoods can benefit from some form of improvement, be it major or minor.

As the years go by, additional neighborhood assistance beyond that outlined here will become a necessity. Stable, valuable neighborhoods, no matter how well designed to start with, do not remain so by chance. They are a product of consistent endeavor, be it the painting of one's own home, or the more involved cooperative effort of neighbors to prevent a potential neighborhood nuisance from becoming an actuality.

WHAT PART I OF THIS REPORT DOES NOT DO - AND WHY NOT

Having inventoried Richmond's neighborhood units for structural conditions, neighborhood nuisances, use of private property, public improvements, and neighborhood interest, is Part I a sufficient basis for these three things?

1. Designating areas for one of the three types of urban renewal.
2. Answering the questions of priority and costs.
3. Most important of all, for the City Council and the voters of Richmond to decide not only which neighborhood program to follow and where, but what level of residential development the city wishes and should expect. . . for the entire city. . . for individual neighborhoods.

To each of the above three questions, the answer is No.

To adequately answer the questions, this neighborhood analysis and the Richmond community will have to examine and consider the trends in recent growth and new construction and the impact of this new construction on neighborhood areas. What kinds of new residents will be attracted to Richmond, and what effects will their income levels have on the cost of city services? What variation in costs and revenues exists between differing Richmond neighborhoods today? What does the income distribution of present day Richmond actually look like (is it really a "lunch bucket" town. . . can it be expected to be one tomorrow?). How can enforcement of the city's new Housing Code best be related to determination of the costs and the priorities of urban renewal?

Finally, which residential areas would be better-suited to other uses, and what can be done to make such areas more livable, pending transition?

These are the considerations needed to bridge the gap between an inventory of residential Richmond today and a plan for building a better Richmond tomorrow.

Richmond Neighborhoods Today and Future Construction

The job of improving a neighborhood is dependent upon two things, the shape it's in when you start an improvement program, and the quality of private construction that subsequently takes place. This report has rated these neighborhoods on the basis of five factors: (1) maintenance by homeowners (2) the nuisances existing in the neighborhood (3) the quality of private development (4) the level of municipal facilities and (5) the degree of neighborhood interest and organization. In terms of future condition one factor alone (depending upon the amount of vacant land available), the quality of private development, can determine the level of the other four factors.

New construction that is below current Richmond averages in price level, quality, size or lot frontage can have the following effect upon the other four indices of neighborhood condition:

1. It discourages maintenance of existing homes because "the neighborhood's going downhill, anyhow". It attracts a new homeowner whose investment is not a great enough incentive for substantial improvement of his property.
2. It weakens the defense against intrusion of industrial and commercial nuisances into the neighborhood - "those homes aren't worth much to begin with".
3. It encourages an accelerated downgrading of neighborhood standards - "good place to build multiples" - "smaller lots are okay in this neighborhood".
4. The level of city investment in a neighborhood is affected by the quality of private development; if private developers downgrade a neighborhood, is the city making a wise, long-term investment in installing expensive, permanent facilities?
5. The neighborhoods with the greatest homeowner interest are those with a sense of identity and permanence. Neighborhoods in the process of downgrading tend to have rapid turnovers and few concerned homeowners are ready to assist the city in improving their neighborhoods. "We'd like to see the neighborhood improved, but we're moving out".

What level of New Construction does Richmond Need?

Substandard construction, as personified by the \$9,000 house or the 25-foot lot, can downgrade Richmond's neighborhoods faster than they can be improved. Is there really a need for such construction? Chapter IV of this report will describe in detail how Richmond's dwelling units can increase by fifty percent in the next twenty years, if the residentially zoned land now vacant in these fifty neighborhoods is developed

to the limits of the Zoning Ordinance. Births in Richmond alone cannot begin to fill these new dwelling units, obviously. The majority of these people will be newcomers to Richmond. Even today, sixty-six percent of the homeowners in subdivisions like Whitecliff and College Highlands come from outside Richmond; eighty-six percent in the Plaza redevelopment area are newcomers to the city.

If Richmond's new homes are to be occupied by newcomers, what sort of people do we want to attract to our city? The price level of homes determines the income level of the occupants. Chapter V of this report shows how closely the need for city services such as police, fire, probation and welfare is linked to the average value of homes in a neighborhood. As neighborhoods are downgraded by cheaper construction, lower-income occupants, having a higher incidence of service calls and cases, constitute the new residents. Does Richmond want to increase the cost of city services? Does it want to attract new residents whose income levels are below those of the present city - 45% of whom (the largest single group) can afford homes in the \$15,000 and above price bracket?* Or does Richmond want to attract new residents whose income levels and purchasing powers are equal to or above present Richmond income levels? The quality and price levels of new construction will determine the answers to these questions for one-third or more of Richmond's dwelling units in the years to come.

What about the Built-up Areas of Richmond?

There are, of course, areas of the city where little or no land remains for additional construction, blight and deterioration are not

* See "Residential Redevelopment," Richmond City Planning Commission, January 1958, and "Balboa Attitude & Opinion Survey" Richmond City Planning Commission, Spring 1957.

present, and the neighborhood itself is stable and long-established. What problems does the future hold in store for a neighborhood like Helms (No. 10), for example, which fits this description? The Helms neighborhood consists mainly of large old homes built many years ago. Its people are the original homeowners, aged, with their children grown and moved away. Within ten or fifteen years many of these people will have passed away and a new population group will move in to take their places. At the moment, the Helms neighborhood has a very desirable relationship to downtown, is clean, well-maintained and stable. The new owners or renters may well find the big old houses too large for their needs and probably there will be considerable pressure to cut these still-sound structures into apartments. The quality and care with which conversions are made, the standards for open space, parking, and number of persons per acre which are adhered to, will determine whether the Helms neighborhood becomes a desirable, successful, multiple-family area or begins the inevitable decline usually associated with the appearance of apartment conversions in a neighborhood like this.

Where do we go From Here?

Given the existing character and problems of Richmond's neighborhoods, and the importance of future construction quality in determining new problem areas, what's the next step? Chapter VI of this report designates the type of improvement program each of Richmond's neighborhoods requires, and outlines the next actions the city must take to put these into effect. It suggests a method for determining where and when the inspection and enforcement of the city's housing code should begin, and the means for determining the cost of urban renewal to the city.

This, then, is Richmond today--a city where homes built in 1906 touch eaves with structures representing the latest word in construction

techniques and new modes of family life. The wide range of homes to be found in Richmond today can maintain their values and their neighborhood amenities as long as the city and its individual property owners desire this. The correction of present problem areas, and the insurance of good construction in the future, however, cannot be accomplished without the willingness and determination of many persons.

The people of Richmond will have to reach some very basic decisions on the type of city Richmond should be, and how much it can afford or desires to downgrade or write off certain neighborhoods, before the questions this report poses for the improvement of Richmond's homes and neighborhoods can be answered.

**WINDSHIELD SURVEY
BLOCK FACES RATING SHEET**

PUBLIC IMPROVEMENTS	25		50		75		100 %
Streets: paving, shoulders, planning							
Curbs, gutters, sidewalks							
BUILDING USE	2	4	6	8	10	12	Actual % if over 12%
Conversion to multiple							
Nonresidential com., ind., misc.							
LOT USE							
Substandard size developed lots (25 ft. or less)							
Undesirable building congestion							
HEALTH, MENACE & NUISANCE							
Rubbish							
Traffic							
Nuisance: ind., com.							
CONDITION OF BUILDINGS							
Minor Repairs							
Major Repairs							
Yards							

UNIT # _____

Appendix

I. USE OF BLOCK STATISTICS - 1950 CENSUS OF HOUSING

A. METHOD

1. Census block numbers for each neighborhood unit were identified and the block statistics tabulated for the total number of dwelling units, the number of dwelling units with no private bath, or dilapidated, and the number of dwelling units with 1.51 persons or more per room. The percentages computed are those listed on the neighborhood rating lists. In some cases, neighborhood boundaries did not include an entire census block. The figures for these blocks were reduced in proportion to the amount of total block area within the neighborhood unit. Some of the neighborhood boundaries include areas outside the city limits, and therefore not covered in the 1950 census data.

The averages for the blocks within the city were assumed to be the same throughout the neighborhood unit.

B. LIMITATIONS

1. The information presented in the 1950 census is eight years old.
2. It relates only to interior dwelling unit qualities, not exterior structural conditions.
3. 1950 Housing Block Statistics do not include:
 - a. Areas outside the city in 1950 (Parchester, #2, Mira Vista, #23, and Rollingwood, #44).
 - b. Neighborhoods constructed subsequent to 1950 (College Highlands, #41, Fairmede, #42, DeAnza, #45, Greenridge Heights, #47), and are not usable for:
 - c. Areas occupied by war housing on the South Side (Santa Fe, #24, Nystrom, #25, Art Tile, #26, Hoffman, #30, Easter Hill, #31, Cortez, #32 and Coleman, #34).

II. WINDSHIELD SURVEY - 1958

A. METHOD

1. A check form listing public improvement, building use, lot use, health menaces and nuisances, and conditions of buildings is illustrated at the end of this Chapter.

This form was applied to each of the fifty neighborhood units in one of three ways, depending upon the nature of the unit:

- a. Sample streets: In Rollingwood (44), Fairmede (41), College Highlands (42), Parchester (2), DeAnza Vista (45), Atchison Village (19), and Easter Hill (31), the homogeneous nature of building types, ages and prices, and the consistency of street design made it possible to adequately survey these neighborhoods by taking a sample composed of several representative streets.
- b. Alternate streets: In large neighborhood units such as Civic Center (13), and Wilson (15), with an extensive grid street pattern of a fairly consistent character, it was possible to survey the unit by examining alternate blocks.
- c. Complete survey: Some units, because of significant variations in character or quality, or because of the random character of their street patterns, required a survey of each and every block in a unit. North Richmond, Richmond Annex, Coleman and Stege received this type of survey.

B. SCORING

1. Substandard-sized developed lots and dwelling unit conversions included in Plate 3, Use and Development of Private Property, and nonresidential use, under Plate 2, Neighborhood Nuisances, were scored for the actual percentages occurring in each block. In very few areas was the incidence of these conditions numerous, nor was their presence consistent throughout the city. On a trial basis, the moderate to excessive scoring system used for the other items did not clearly portray the variations to be found in the neighborhood areas for these three items.

All remaining items on the Windshield Survey were scored in four degrees of incidence, from moderate (25%) to excessive (100%).

C. AVERAGING

1. The items scored on the Block Rating Sheets for each of the blocks surveyed in a given neighborhood (whether surveyed on a sample alternate or block basis) were averaged item-by-item and these item averages were in turn combined and averaged to form the five neighborhood ratings color-coded on Plates III through VII.

D. LIMITATIONS

1. Windshield Survey Ratings were assigned by one person, after first observing the entire city, to establish what should be considered averages for Richmond. While the ratings have the consistency of one person's evaluation, they are also weighted by the nuances of mood and personal preference inherent in the use of a single viewpoint.
2. The larger the percentage of total blocks actually rated in a neighborhood, the more accurate the neighborhood evaluation. In the neighborhoods where sample blocks only were taken, the accuracy of the ratings depends upon the representativeness of the sample blocks and the correctness of the original assumption that the area was homogeneous in character and condition.
3. In averaging neighborhood conditions for the five rating indices, items of substantially higher frequency, such as percentage of voter turn-out, had a greater effect on the final neighborhood score than the items of lesser frequency, such as the number of club presidents residing in an area.

III. THE COMBINATION OF CENSUS DATA AND WINDSHIELD SURVEY INFORMATION

- A. In two instances, 1950 census data has been combined with the observations made in the Windshield Survey:
 1. In color groupings, Plate III indicates the condition of dwelling structures by a simple average of interior conditions in 1950 and exterior conditions in 1958. The combination of these two time periods reveals changes towards greater or lesser dilapidation over the last eight years by the relative order of neighborhood rank in each of the three categories.

While the 1950 census concerns individual dwelling units and the 1958 windshield survey covers entire dwelling structures, in most cases, the condition of dwelling units within a structure, and that of a structure as a whole, are very closely related. The frequency of their mutual dilapidation is extremely high, and in single family neighborhoods, the number of dilapidated dwelling units in 1950 will be equal to the number of dilapidated dwelling structures in 1958, assuming the same buildings are dilapidated in 1958 as in 1950, and no new construction has taken place. In neighborhoods having multiple units, and with the same factors held constant as above, the number of dilapidated dwelling units will exceed the number of dilapidated dwelling structures by as much as 4 to 1.

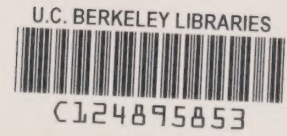
Because of the presence of multiple unit structures, and the improbability of the above factors being constant, it is obvious that a comparison of 1950-1958 dilapidation scores will not yield a true picture of increasing or decreasing dilapidation in a given neighborhood. Only the relative positions of neighborhoods in order of dilapidation in 1950 and 1958 can indicate this.

- a. Limitations: For those neighborhoods where 1950 census data were not available, or unusable due to the inclusion of the war housing units, the average dilapidation score, and consequently the neighborhood analysis rating, is based upon the average for major and minor repairs from the 1958 Windshield Survey.

Experiments have shown that if the missing 1950 census figures are assumed for these neighborhoods as lesser in dilapidation value than 1958 figures, then calculation of overall averages based on 1958 Windshield data alone automatically causes the final ratings to show higher dilapidation scores than if census figures were included. Parchester and Rollingwood, which, by virtue of their newness in 1950, were in better condition than they are today, are thus penalized for the absence of census data. Mira Vista and the new subdivisions, in perfect condition today as far as dilapidation is concerned, do not have their ratings penalized by a lack of census data. The effects on the ratings of the South Side neighborhoods are difficult to say, since no comparative dilapidation figures exist, and the existing structures were built over a period of many years.

2. The percentage of total dwelling units per neighborhood having more than 1.5 persons per room in 1950 was combined with Windshield Survey information to compare the development and use of private property in residential neighborhoods. While these data are eight years old, it is believed such an inclusion is justified because:
 - a. Certain alterations and conversions to the structure to accommodate the overcrowding were made at that time and probably very few of these makeshift changes have been corrected.
 - b. The overcrowding had a permanent deteriorating effect on the building, and most of the overcrowded structures still evidence signs of this deterioration.

rec'd
3-9-60



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